

## JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: United States Park Police

	2001 Enacted	Uncontr/ Related Changes	Program Changes (+/-)	2002 Budget Request	Change From 2001 (+/-)
A. United States Park Police Operations	59,213	+8,807	-2,760	65,260	+6,047
B. United States Park Police Pension Fund	18,663	-18,663	0	0	-18,663
<b>Total Requirements \$(000)</b>	<b>77,876</b>	<b>-9,856</b>	<b>-2,760</b>	<b>65,260</b>	<b>-12,616</b>

### AUTHORIZATION

16 U.S.C. 1a-6 Public Law 85-157 Public Law 80-447 5 U.S.C. 8509  Public Law 105-391 Public Law 106-291 Public Law 106-554	The National Park Service Organic Act (Law Enforcement Personnel) Policemen and Firemen's Retirement and Disability Act amendments of 1957 United States Park Police Arrest Authority in Washington Metropolitan area Federal Employees Compensation Act Title 4 District of Columbia Code  The National Parks Omnibus Management Act of 1998 Department of the Interior and Related Agencies Appropriations Act, 2001 The Consolidated Appropriations Act, 2001 (Title IX, Section 901, Law Enforcement Equity Act of 2000)
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### OVERVIEW

The **United States Park Police** account covers the operational costs of the United States Park Police, including personnel costs for uniformed and civilian staff, supplies, materials, utilities, equipment, and pension costs for retired officers. As a law enforcement entity of the National Park Service, the United States Park Police has concurrent jurisdiction on approximately 165,000 acres located at park sites within the States of California, New York, Maryland, Virginia and the District of Columbia.

The mission of the United States Park Police is to provide law enforcement services to designated areas within the National Park Service, and other areas as requested through the deployment of highly trained and professional police officers to prevent and detect criminal activity as well as to conduct investigations and apprehend those individuals suspected of committing offenses against Federal, State, and local laws.

Public Law 106-291, the Department of the Interior and Related Agencies Appropriations Act for 2001, authorized the transfer of the function and funding for the United States Park Police from within the Operation of the National Park Service appropriation into a new United States Park Police appropriation.

### APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

- Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.

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### *A. United States Park Police (USPP) Operations FY 2001 Estimated Program and Anticipated Accomplishments*

**Enacted: \$59,213,000**

The United States Park Police is a 650-member urban oriented law enforcement organization within the National Park Service. The organization can trace its origin to the formation of the city of Washington in 1791. Subsequently, these duties and responsibilities were formerly established in the position of Park Watchmen, in 1867. In 1882, Congress conferred "the same powers and duties as the Metropolitan Police of the District" on Park Watchmen. On December 5, 1919, Congress placed the Park Watchmen under the National Park Service, and changed the name to that of United States Park Police. In 1973, the United States Park Police began providing law enforcement services to Gateway National Recreation Area in New York, and Golden Gate National Recreation Area in San Francisco. Added responsibility in recent years has expanded to include the Presidio in San Francisco, and Fort Wadsworth and the Statue of Liberty in New York. Visitation in areas patrolled by the Park Police is in excess of 61.6 million annually. Funds appropriated to this account are used in the administration of the following programs.

#### Organization

Organizationally, there is a Headquarters Office in Washington, D.C., and Field Offices in New York, and San Francisco. The Headquarters Office staffs an executive management team consisting of a Chief, Assistant Chief, and Commanders of four service divisions: Office of Inspectional Services, Field Offices Division, Operations Division, and Services Division. Functionally, the management and service divisions, or contingents, have responsibilities that encompass the following:

*The Office of the Chief* provides leadership to the officers and is responsible for the overall management and effective operation of all United States Park Police activities. The office ensures that laws and regulations are properly enforced and fair employment policies and procedures are maintained.

*The Office of Inspectional Service* directs, coordinates, and supervises a number of units, including: the Planning and Development Unit which is responsible for the review, formulation and development of policies and procedures for the organization; the Audits and Evaluations Unit which examines established management, administrative, and operational programs to gauge their effectiveness and ensure that policies and procedures are properly interpreted and applied, including safety regulations and standards; the Internal Affairs Unit which conducts investigations of personnel alleged or suspected of misconduct, violations of law, or other infractions; and the Special Protection Detail which is responsible for providing protection for the Secretary and security in and around the Department of the Interior headquarters building.

The *Field Offices Division* is comprised of staffing for the New York and the San Francisco Field Offices, a law enforcement specialist in the Washington Office, and a number of Regional law enforcement specialists. These officers perform a full spectrum of law enforcement duties (criminal investigation, resource/environmental crime, cruiser, scooter, horsemounted, canine), specialized functions (search and rescue, special events/demonstrations), and administrative functions (communications, records, public information, property management, court liaison, community relations). The New York Field Office also maintains a Guard Force and a marine unit.

The *Operations Division* has responsibility for all operational activities of the United States Park Police in the Washington metropolitan area and is comprised of three branches, including: the Patrol Branch which performs the full spectrum of law enforcement activities (via cruiser, scooter, foot, horse, bicycle) in three districts within the Washington metropolitan area; the Criminal Investigations Branch which is responsible for the investigation of major crimes, and violation of narcotic and vice laws; and the Special Forces Branch which

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is responsible for crowd control at major demonstrations, special events, and other planned and unplanned events.

The *Services Division* is responsible for providing administrative and other support functions and is comprised of an Administrative Branch consisting of budget and data systems, information management, financial management, human resources, medical services and case analysis and review; the Technical Services Branch which is responsible for securing the communication, transportation and equipment, and facilities management needs of the organization; and the Training Branch which is responsible for the development and coordination of training programs in the Washington metropolitan area and the Federal Law Enforcement Training Center in Glynco, Georgia.

A funding increase was provided in fiscal year 2000 to initiate an ongoing training program to provide qualified replacements to fill existing vacancies and gradually enhance the numbers of uniformed officers. Two recruit classes are scheduled annually, starting in fiscal year 2000, with these funds covering all costs to train and equip the officers and pay their salaries while in training status. This is inclusive of 19 weeks at the Federal Law Enforcement Training Center, and twelve weeks Specialized Field Training held on-the-job. The training program also funds other related costs such as travel, uniform, equipment, physicals, background investigations, recruit testing and recruiting costs. The program is funded at \$2.4 million in FY 2001 and this level will be continued in FY 2002, which supports 48 recruit officers each fiscal year.

The responsibilities of the Park Police encompass a full range of law enforcement functions, including visitor safety and protection, prevention and investigation of crimes against persons and property, investigation of environmental crimes involving damage to National Park Service resources, protection of natural and cultural resources, protection of the Nation's historic monuments, memorials and institutions from terrorist and other threats, presidential and dignitary protection, crowd control during major demonstrations and public events, narcotics enforcement, search and rescue, drug eradication, and community based drug education programs. Officers respond to calls ranging from assisting citizens, lost children, traffic violations, accidents and fatalities to multiple homicides, shootings, drug investigations, assaults, and acts of domestic violence. Services are performed on foot, horseback, motorcycle, in cruisers, boats, and helicopters, most often requiring specialized or advanced training.

*Aviation Unit.* Augmenting routine Park Police operations within the Washington metropolitan area is an Aviation Unit which was established in 1973. The unit represents the only aviation law enforcement presence within the District of Columbia and supports both the United States Park Police and the Washington Metropolitan Police Department operations. The unit also provides a platform for aerial photography; wildlife management; resource management and protection, and environmental surveys. Crews support a wide variety of duties, including: law enforcement; anti-crime patrols; medical evacuation; search and rescue; presidential and dignitary protection; drug eradication and surveillance; natural and cultural resources protection; and support to Special Weapons and Tactics (SWAT) missions.

### **Special Operations**

Among some of the most important sites protected by the United States Park Police are the national monuments, memorials and associated facilities within the Washington, D.C., New York City, and San Francisco areas, e.g., the White House, Lincoln Memorial, Jefferson Memorial, Washington Monument, areas around the United States Capitol, the Statue of Liberty, and the Presidio.

The U.S. Park Police cooperate with other Federal, State and local law enforcement authorities and organizations in providing specialized security and protection for park resources and the visiting public. Annual operating costs specifically for these activities include those for additional guard and dispatch staff, surveillance system maintenance, equipment repair contracts, telecommunications operators, and security costs payable to the General Services Administration. Ongoing Park Police security activities include: (1) preventing acts of terrorism at monuments and buildings owned and managed by the National Park Service, (2) providing protection to military housing facilities at Fort Wadsworth in New York and the Presidio in San Francisco, (3) providing law enforcement services at various national parks in Washington, D.C., including Lafayette Park across from the White House, the

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Ellipse, and the National Mall, (4) providing law enforcement assistance in accordance with memorandums of understanding and interagency agreements with various Federal, State, and local agencies regarding threats to the Government, (5) providing law enforcement services to dignitaries and foreign heads of State, who arrive in Washington, D.C., NPS Regional Offices, and other national park sites, and (6) providing dignitary escorts, as well as helicopter surveillance, to assist the United States Secret Service and Department of State with their protective responsibilities.

Added project funding of \$1.6 million was also included in FY 2001 for stepped up security and related enhancements at the Washington Monument. Also, a one-time increase supported the 2001 Presidential Inaugural and provided for the purchase and installation of surveillance equipment, alarm systems, and communications system planning.

### **Drug Enforcement**

The United States Park Police received \$3.829 million in FY 2001 for drug enforcement activities in the Washington metropolitan area and the New York and San Francisco Field Office. Drug enforcement resources are used to support surveillance, undercover operations, drug awareness and education, and increased patrols in areas with a high incidence of drug related illegal activity. This effort contributes to the nationwide goal of eradicating drug cultivation, sale, distribution and use at NPS sites. In addition to the investigation of criminal drug activity in NPS units, the funding is also used for community drug education programs.

The United States Park Police is committed to a comprehensive community drug education program. The program, Drug Abuse Resistance Education (DARE) is presented by 27 trained police officers to school children in the Washington, D. C., San Francisco and New York areas. The emphasis of the program is to help students recognize and resist the many subtle and direct pressures that influence them to experiment with alcohol, tobacco, marijuana, inhalants, or other drugs to engage in violence. The DARE program offers preventive strategies to enhance those protective factors - especially bonding the family, school, and community - which appear to foster the development of resiliency in young people who may be at risk for substance abuse and other problem behaviors. Currently, over 2,000 school children benefit from this program each year in the Washington metropolitan area, New York City and San Francisco.

#### **Performance Goals**

Long-term Goal IIa2	By September 30, 2005, the visitor accident/incident rate will be at or below 7.96 per 100,000 visitor days (a 16% decrease from the FY 1992-1996 baseline of 9.48 per 100,000 visitor days).
Annual Goal IIa2	By September 30, 2002, the visitor accident/incident rate will be at or below 8.53 per 100,000 visitor days (a 10% decrease from the 1992-1996 baseline).

The purpose of this goal is to provide an opportunity for a safe and enjoyable experience for park visitors. Visitor safety is a priority function within parks and is integral to fulfilling the National Park Service's mission to provide for the public enjoyment of the national parks. The United States Park Police utilizes personnel and other resources to control and reduce the incidence of crime in units of the National Park System patrolled by the Park Police, which supports the achievement of this performance goal address visitor satisfaction and visitor safety.

<b>United States Park Police Performance Information</b>	<b>FY 2000 Actual</b>	<b>FY 2001 Estimate</b>	<b>FY 2002 Estimate</b>
Number of motor vehicle accidents	3,194	3,100	3,000

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<b>United States Park Police Workload Factors</b>	<b>FY 2000 Actual</b>	<b>FY 2001 Estimate</b>	<b>FY 2002 Estimate</b>
Number of persons arrested	4,456	4,100	3,900
Number of reported drug incidents	1,735	1,700	1,600
Number of search warrants executed	46	51	60
Number of persons arrested for drug violations	831	950	1,000
Value of narcotics and other property confiscated	2 million	2.1 million	2.2 million
Number of firearms confiscated	70	75	79

### **Management Reforms**

Increased visitor use and expansion of the National Park System, combined with such factors as drugs, anti-terrorism, and gangs, has dramatically altered the law enforcement function within the NPS over the past 20 years and made the work of the law enforcement officer more complex and difficult. Given the nature and complexity of these responsibilities and coupled with concerns for the safety and security of personnel has caused both the Administration and the Congress to focus attention on needed reforms and improvements in the NPS law enforcement program.

In accordance with the requirements of Title 8 of Public Law 105-391 (The National Park System Omnibus Management Act), the National Park Service conducted a study of the law enforcement needs of both the U. S. Park Police and the NPS law enforcement ranger. The legislation directed a comprehensive evaluation of the "shortfalls, needs, and requirements" of NPS law enforcement programs, including "a review of facility repair and rehabilitation, equipment, and communication needs." The legislation further directed a description be provided of "any adverse impacts that would occur if any need identified in the report is not met."

Two coordinated and complementary studies were conducted by the NPS (Law Enforcement Programs Study for the United States Park Police, and Law Enforcement Programs Study for United States Park Rangers), assembled into companion documents, and sent to Congress on March 8, 2000. The reports highlighted the need to increase the number of law enforcement personnel and provide them with adequate communications and other equipment to ensure the protection of park visitors and resources against all threats, including those of potential terrorists. The findings focused on, and strongly recommended, improvements in the NPS/USPP human resources, facilities, equipment and technology programs.

A number of measures have been instituted and initiated in response to the findings, conclusions, and recommendations contained in the Law Enforcement Programs Study for the United States Park Police. The FY 2001 Interior appropriations bill (Public Law 106-291) established a separate United States Park Police appropriation to strengthen Park Police fund controls and accountability. It also directed that the NPS contract with the National Academy of Public Administration to conduct an independent review of the mission, structure and financial planning of the United States Park Police. The 106th Congress also instituted a new pay schedule (described below) to simplify pay and benefit issues.

*Employee Pay and Retention.* Included in Public Law 106-554 (the Consolidated Appropriations for 2001, Title IX, Section 901, Law Enforcement Equity Act of 2000), were provisions for the establishment of a uniform salary schedule for most United States Park Police officers. The legislation revised the pay schedule and increased pay rates. An increase of \$2.536 million was provided within the Operations activity in FY 2001 for employee pay raises and

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enhancements resulting from the more simplified pay schedule. Within the total is \$335,000 for operational needs, equipment, and other support.

A transfer of \$4.281 million from within the Operation of the National Park System to the United States Park Police appropriations is proposed in FY 2002 to reflect a more consistent and accurate representation of funding.

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**FY 2002 BUDGET REQUEST**

	2002 Budget Request	Program Changes (+/-)
▪ United States Park Police Operations \$(000)	65,260	-2,760
The FY 2002 request for United States Park Police Operations is \$65.260 million, which represents a net increase of \$6.047 million above the FY 2001 enacted level. The FY 2002 proposed programmatic decrease of \$2.760 million to United States Park Police activities includes:		
	\$(000)	
▪ Streamlining	-359	
▪ Eliminate Funding for 2001 Presidential Inaugural	-798	
▪ Washington Monument Security Enhancements	-1,603	
Total	-2,760	
Justifications for these changes are included at the end of this subactivity's presentation.		

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***B. United States Park Police Pension Fund Payments  
FY 2001 Estimated Program and Anticipated Accomplishments***

**Enacted: \$18,663,000**

United States Park Police officers hired prior to January 1, 1984 retire under provisions of Public Law 85-157, the "Policemen and Firemen's Retirement and Disability Act amendments of 1957." This law authorizes the payment of appropriated funds to the extent that benefit payments exceed the deductions from salaries of covered active duty employees.

These United States Park Police officers are not covered by Social Security nor are they eligible for a capital accumulation plan with a matching contribution. The retirement benefit increases for retirees according to the incremental rate of increase in basic pay for active duty Park Police officers. Widows and other survivors receive increases on the basis of a cost-of-living adjustment formula. The FY 2001 payment to the U.S. Park Police Pension Fund of \$18,663,000 was based on an actuarial analysis of employees and retirees. Funding proposed for FY 2002 (\$21.963 million) reflects the increased need for payments into the pension system by Park Police employees covered under Title 4 of the D.C. Code. Funding is required to pay retirement benefits to new retirees, widows, and dependents, as well as increase costs for cost-of-living and pay adjustments.

In FY 2002, the NPS proposes the transfer of the Park Police Pension Fund payments to the National Park Service's External Administrative Costs activity within the Operation of the National Park Service appropriation.

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### JUSTIFICATION OF FY 2002 BUDGET REQUEST FOR UNITED STATES PARK POLICE

	2002 Budget Request	Program Changes (+/-)
United States Park Police \$(000)	65,260	-2,760

The FY 2002 request for United States Park Police is \$65.260 million and 795 FTE, which represents a net decrease of \$12.616 million and a net increase of 33 FTE from the FY 2001 enacted level. The net programmatic decrease of \$2.760 million for the United States Park Police subactivity is justified by the proposed changes that follow:

- ***Streamlining (-\$359,000; -8 FTE)***: The NPS proposes to effect savings of \$0.359 million in funding and eight FTE in this program by reducing travel and other administrative overhead cost; procurement efficiencies; and making use of technological advances (such as, but not limited to, teleconferencing). Redundant administrative positions will not be filled when vacancies arise. The NPS expects to create more efficient systems and processes without affecting program delivery.
- ***Eliminate Funding for 2001 Presidential Inaugural (-\$798,000)***: Funds provided in FY 2001 for the U.S. Park Police for requirements related to the Presidential Inaugural activities are not necessary in FY 2001 and are proposed for elimination.
- ***Washington Monument Security Enhancements (-\$1,603,000)***: Funds provided to the NPS in FY 2001 for planning and design for security enhancements at the Washington Monument satisfied a one-time need and are not required in FY 2002.